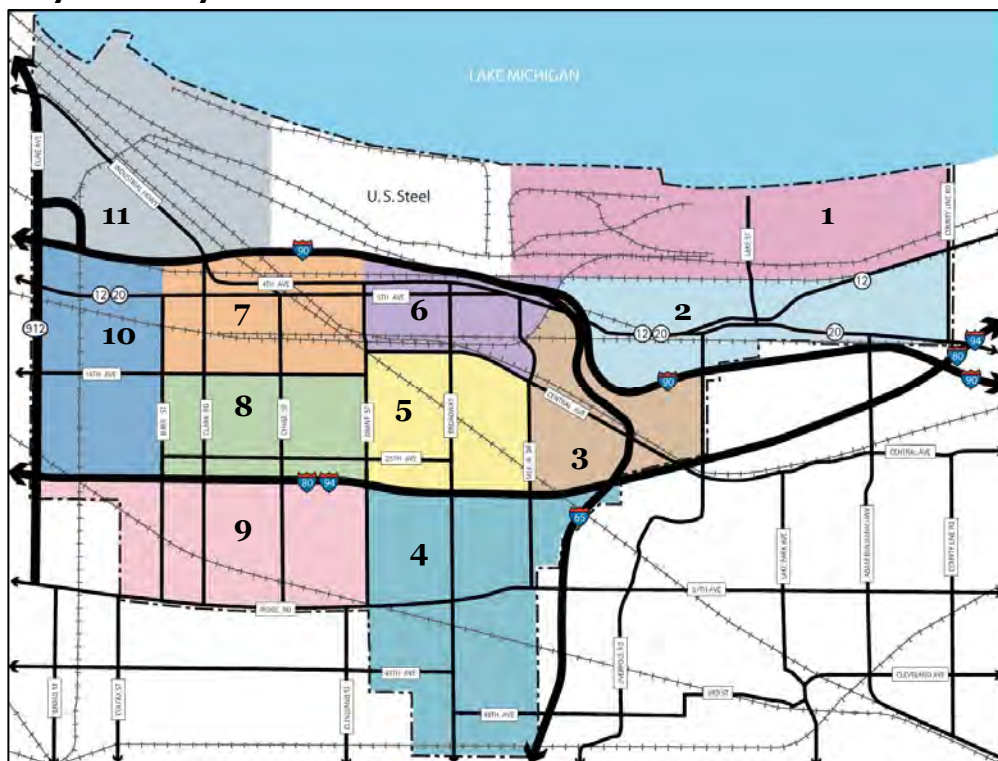


### Sub-Area Scenarios

The Future Land Use Plan presented in Section 12 delineates the community's desired land use pattern for all properties within Gary. Based on the recommended land uses, Section 13 presents development concepts that highlight the City's significant redevelopment potential for 11 key sub-areas. These sub-areas follow traditional neighborhood boundaries and include economic development zones such as the Gary/Chicago Airport, industrial districts on the west and east sides, and Downtown.

The development strategies and concepts presented in Section 13 demonstrate illustrative building massing and densities, road/street/parking layouts, and open space for each sub-area. Actual building massing and site layouts will vary as property owners, business owners, and developers generate more detailed site plans.

### City of Gary Sub-Areas



- |  |  |
|--|--|
| 1. Marquette Park /Miller Neighborhood                 | 7. Brunswick and Ambridge Mann Neighborhoods       |
| 2. Aetna Neighborhood/Route 12/20 Corridor             | 8. Tolleston Neighborhood                          |
| 3. Pulaski Neighborhood/Interstate 90/65 Business Park | 9. Black Oak Neighborhood                          |
| 4. University Park Neighborhood                        | 10. West Side Neighborhood/Route 912 Business Park |
| 5. Central/Midtown Neighborhood                        | 11. Gary/Chicago Airport                           |
| 6. Downtown  |  |

## SECTION 13: PLANNING SUB-AREAS

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### **Sub-Area 1: Marquette Park/Miller Neighborhood:**

The Miller Neighborhood is located in the northeast corner of Gary. It is bordered by Lake Michigan on the north, U.S. Steel on the west, Indiana Dunes National Park on the east, and CSX railroad tracks on the south.

This sub-area is dominated by U.S. Steel and railroad tracks. It also contains large expanses of green space. Miller is one of Gary's original settlements and is well served by highway and commuter rail service. It is the only neighborhood in Gary with lakeshore frontage and serves as an important recreational center for the City.

Marquette Park is a Gary landmark that provides access to large stretches of shoreline and recreational facilities including extensive landscaped grounds, a playground, and a historic pavilion and bathhouse. The Indiana Dunes National Park provides walking trails, large natural areas, and lakeshore access. The remaining portion of the sub-area consists of the residential blocks, which have homes in good condition and few vacant lots.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Marquette Park/Miller Neighborhood (See Figure 13.1):

#### **Open Space Enhancement/Expansion**

The Plan recommends expanding the Dunes National Park to the west to include land currently owned by U.S. Steel. Adding approximately 275 acres to the existing "greensward" of the lakefront parks would significantly increase access to Lake Michigan for Gary residents and visitors.

Additional trails and access points are recommended throughout the parks as well as connections to neighborhood school sites and the City's overall Green Links trail system.

#### **Lakefront Development**

The recently closed charter school on Lake Street is located at the gateway to the Lake Michigan shoreline and beaches. It presents a short-term redevelopment opportunity for a multi-use recreational/commercial facility that could include vendors, food service, cafes, boat rentals, and an area visitor's center.

A long-range concept features a new marina with new boat slips and recreation/commercial development, possibly including a permanent boat launch, hotel, restaurants and related amenities.

#### **Infill Single Family Homes**

To further strengthen the Miller residential blocks, single-family homes are recommended for the vacant lots along Lake Street south of Cypress Avenue.

### **Sub-Area 2: Aetna Neighborhood/Route 12/20 Corridor**

The Aetna/Miller Neighborhood and Route 12/20 Corridor are located in the east-central part of Gary. The neighborhood is bounded by the Indiana Dunes National Park and CSX rail line on the north, the City of Portage on the east, the City of Lake Station and I-90 on the south, and I-90 on the west. It includes residential neighborhoods and a variety of commercial and industrial uses concentrated along Routes 12 and 20.

The sub-area has a significant amount of green space, ranging from the Indiana Dunes National Park to smaller neighborhood parks. The Route 12/20 Corridor is lined with underutilized or vacant commercial buildings and small industrial properties. Numerous vacant properties are located in the neighborhood, which contain mostly single-family homes.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Aetna Neighborhood and Route 12/20 Corridor (See Figures 13.2 and 13.3):

#### **Routes 12 & 20 Consolidation**

Routes 12 and 20 extend east/west through the area. Route 12 currently runs along the South Shore rail tracks and parallel to Route 20 until the two roads merge west of Clay Street. The land between Routes 12 and 20 is a narrow wedge with limited development potential. The illustrative development concept shows how Route 12 could possibly be merged into Route 20 west of the Lake Street intersection and the two roads would separate east of Lake Street.

This realignment indicates how the Route 12 road right-of-way could then be used to create larger parcels of developable land and to redesign the train station parking and drop-off area with a more pedestrian-friendly configuration. It could also channel regional traffic into one overall commercial zone with more efficient access to businesses and restaurants.

#### **Neighborhood/Transportation Center**

The area around the intersection of Lake Street and Route 12/20 presents a significant opportunity to focus new denser development into a more walkable, transit-oriented neighborhood with a mix of residential and commercial uses to serve residents and attract visitors. The Illustrative Plan envisions redesigning the station area into a “neighborhood center” oriented towards a new central green space and commercial development. It shows how shops, restaurants, multi-family housing, senior housing and open space could be incorporated within a quarter to a half mile walking distance around the existing station. If train service was discontinued in the future, the existing station could be developed into a bus terminal.

A multi-generational community that could include artists, seniors, and families could be the theme of this proposed mixed-use neighborhood concept. Multi-family housing is recommended north of Route 20 along Clay Street, and single-family homes are recommended to infill the neighborhood south of Route 20, Hobart Road, Lake Street and Aetna Street.

## SECTION 13: PLANNING SUB-AREAS

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### **Route 20 Commercial Corridor**

The Plan envisions a heavily landscaped and consolidated commercial corridor along Route 20 that would be a distinct new gateway into Gary for local and regional traffic. This corridor would provide larger parcels for redevelopment that could include small retail buildings as well as big-box stores. The quaint, “Main Street” character of Lake Street north of the corridor would continue to be enhanced with restaurants/cafes, office space and art galleries/studios.

The Route 20 corridor and Lake Street would be linked via the new neighborhood/transit center discussed above.

### **Route 20 Service Park**

Along Route 20, east of South Grange Boulevard, a new service park is envisioned to provide a consolidated, campus-like setting for service type businesses. This new service park, with efficient access to roads and highways, could help retain and attract service businesses and serve as an attractive relocation spot for the smaller industrial and auto-oriented uses scattered throughout the City’s residential and retail districts.

### **Interstate 90/65 Business Park**

Near the I-90/I-65 interchange, the Plan recommends transforming the scattered industrial and office properties into a coordinated modern business park setting that would be highly visible and accessible from the expressways and regional roads. Several small and large parcels of land in this location provide opportunities for a range of new industrial/business development with direct access from 15th Avenue, 15th Place, and Clay Street.

This concept is discussed further in Sub-Area 3: Pulaski Neighborhood and Interstate 90/65 Business Park.

### **Open Space Enhancement/Expansion**

A new community level park is recommended for the large area of undeveloped land along 15<sup>th</sup> Avenue east of Aetna Street. Developing a community park will enhance the green buffer between Aetna’s residential blocks and the Interstate 90/65 business Park. It will also provide additional recreational opportunities for the residential neighborhood south of Route 12, which currently lacks community level park facilities within walking distance.

Additional open space preservation and development of passive recreational space is recommended for areas along the Route 12/20 Corridor that contain extensive wetlands and are unsuitable for development. These new spaces could be accessed by the City’s Green Link trail system near 10<sup>th</sup> Avenue and Lake Street, at Adam Benjamin Highway and Route 20, and the intersection of 5<sup>th</sup> Avenue and North County Line Road.

### **Sub-Area 3: Pulaski Neighborhood/Interstate 90/65 Business Park**

The Pulaski Neighborhood and I-90/65 Business Park sub-area is located around the junction of I-90, I-80, I-94, and I-65. The area is primarily made up of industrial properties and extensive wetland areas. The large wetlands provide significant habitat for wildlife and flood control.

Much of the industrial land is difficult to access, lacks identity, and remains undeveloped or underutilized. At the same time, this land is highly visible and accessible from the expressway interchanges and 15th Avenue, 15th Place, and Clay Street. This creates favorable conditions for the development of a modern business/industrial park setting.

The residential area of the Pulaski neighborhood consists primarily of single-family homes. Several play lots and neighborhood parks serve the area. South of 21<sup>st</sup> Street, small, isolated residential blocks are surrounded by large stretches of wetland and agricultural floodplain along the Little Calumet River and Portage Burns Waterway.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Pulaski Neighborhood and I-90/65 Business Park (See Figures 13.4 and 13.5):

#### **Interstate 90/65 Business Park**

A modern business park is proposed between Central Avenue and I-90. A high-quality business park in this gateway location would have excellent access to and from I-90, I-65, and I-80/94 via 15th Avenue, and could potentially provide the City with a highly visible, competitive “shovel ready” setting for attracting new businesses.

Internal loop roads could be established to serve this area, which includes large isolated tracts of vacant land. These roads could connect to Clay Street, Routes 12 and 20, and 15<sup>th</sup> Avenue. Gateways with signage and landscaping could be established along these routes along with landscape buffering/screening along the interstate frontages.

#### **Infill Single Family Homes**

The residential portion of Sub-Area 3 has strong residential blocks with relatively few vacant properties and is bounded by Martin Luther King Drive, Central Avenue, and the wetlands and floodplain surrounding the Little Calumet River. Hatcher Community Park and several schools are centrally located along 21<sup>st</sup> Avenue. Recent housing developments have occurred in the southwest corner of the Pulaski neighborhood. The Plan recommends additional residential infill, preservation of the floodplain and wetlands near the river, and additional open space and trails linking Hatcher Park and the area to the Green Link trails.

#### **Open Space Enhancement/Expansion**

Several farms and small, isolated homes are located east of I-65. To provide links to the river basin, wetlands, and nearby Three Rivers County Park, several trails are proposed through this low-lying area. Agricultural uses and large lot homes are recommended to preserve environmentally sensitive lands and expand the area's large greenbelt.

### Sub-Area 4: University Park Neighborhood

University Park is located in the south-central portion of Gary. The neighborhood is bounded by I-80/I-94 on the north, the City of Hobart and I-65 on the east, the Town of Merrillville on the south, and Grant Street on the west. It is home to the Indiana University Northwest campus, several other educational facilities, Gleason Park, and wetland/floodplain areas surrounding the Little Calumet River.

University Park is one of the most accessible areas in the region. It has interchanges with I-80/I-94 at Grant Street and Broadway Avenue and with I-65 at Ridge Road. Broadway Avenue and Ridge Road are the primary retail corridors in the neighborhood.

For University Park, the Future Land Use Plan and Illustrative Sub-Area Plan envision the following development strategies (See Figures 13.6 and 13.7):

#### **Academic/Technology Corridor**

In addition to Indiana University, the area is home to Ivy Tech Community College, Martin Luther King Jr. Academy, Gary Career Center, and the former Franklin Elementary School. These schools are all located between 33<sup>rd</sup> and 35<sup>th</sup> Avenues, along Broadway, near the Ridge Road (37<sup>th</sup> Street) interchange with I-65.

The Plan envisions the creation of an academic/technology corridor that links the institutions and fosters development of new retail, office, research, educational and recreational uses. This concentration of academic-related uses could help foster development of a pedestrian oriented “Main Street” along Broadway. This development concept could include:

- Indiana University expansion near 33<sup>rd</sup> Avenue west of Broadway.
- Mixed-use development on Broadway across from the University.
- Conversion of open land north of 33<sup>rd</sup> Avenue into public park space.
- An east/west “Academic Walk” through the new park that links the institutions.
- Redevelopment of Franklin School into another educational facility.
- New highly visible office/research facilities near 35<sup>th</sup> Avenue and I-65.

#### **Open Space Enhancement/Expansion**

The Gary Green Link Plan proposes multiple trails through the University Park sub-area and the Comprehensive Plan seeks to expand these proposed trails to link existing parks with areas of concentrated development. Improvements to the existing facilities at Gleason Park are recommended, possibly with the involvement of the University. Improvements to the landscaping along I-80/94 and enhancement of the area’s wetlands and river corridor are recommended to provide a more visually appealing approach for visitors using the interstate and traveling to the local institutions.

Additional open space should be considered throughout the neighborhood. Smaller parcels located along proposed trails could be developed into pocket parks and serve as



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trailheads. Several isolated industrial properties along the Norfolk Southern rail line could also be developed into pocket parks or landscaped open spaces.

Improvements to Jackson /Fisher Park on 43<sup>rd</sup> Avenue and an expansion of Howe Park to the north of 38<sup>th</sup> Avenue would provide larger neighborhood level parks adjacent to proposed trails. A large parcel of undeveloped land between 45<sup>th</sup> and 49<sup>th</sup> Avenues, adjacent to Riley Elementary and Bailly Middle Schools could also be preserved as community open space for more active sports and education-related programming.

### **Retail Consolidation**

Neighborhood retail uses are currently dispersed along Ridge Road and Broadway. In addition to the Main Street concept for Broadway near the University, the Plan proposes condensing neighborhood retail into a mixed-use district at the intersection of Broadway Avenue and Ridge Avenue, along with smaller clusters of retail at Grant Street and Ridge Road, Broadway Avenue and 49<sup>th</sup> Avenue, and Broadway Avenue and 53<sup>rd</sup> Avenue.

Because this sub-area has a predominately residential and retail character, the Plan recommends relocating viable industrial and auto-oriented uses to the new service parks proposed in other areas of the City.

### **Infill Multi-Family Homes**

There are several residential blocks in University Park that have numerous vacant properties or houses in poor condition. The Plan shows new infill multi-family housing in the areas along Broadway Avenue and Ridge Road where retail uses would be consolidated and relocated, and throughout the sub-area where residential blocks can be strengthened.

### **Sub-Area 5: Central/Midtown Neighborhood**

The Central/Midtown Neighborhood is located in the center of Gary and bounded by 11<sup>th</sup> Avenue on the north, Martin Luther King Drive on the east, I-80/I-94 on the south, and Grant Street on the west. The sub-area is bisected by Broadway Avenue, which is fronted by a small retail corridor and numerous vacant lots.

Several industrial areas are located throughout the sub-area along the diagonal CSX rail corridor. Many of these industrial properties are vacant or underutilized, although some have active uses and generate truck traffic on residential streets. Many also have outdoor storage of equipment, materials or vehicles, with little screening or buffering. This condition creates land-use conflicts with adjacent residential areas and weakens the residential blocks.

For the Central/Mid-Town Neighborhood, the Future Land Use Plan and Illustrative Sub-Area Plan envision the following development strategies (see Figures 13.8 and 13.9):

#### **Infill Single & Multi-Family Homes**

Central/Mid-Town neighborhood is a predominantly residential neighborhood with a mix of single-family and multi-family development along with several small parks and an abundance of school facilities. The Plan builds on these strengths by recommending significant single-family housing infill designed around new community green spaces. The creation of new park space in conjunction with infill development will help serve existing residents and attract new residents to the community.

#### **Retail Consolidation**

The Plan recommends that retail uses, which have historically been spread out along Broadway and Grant Street, be consolidated to key or crucial intersections to create the critical mass necessary to provide a more sustainable retail real estate market. Most neighborhood retail would be concentrated along Broadway Avenue north of 21<sup>st</sup> Avenue as an extension of Downtown's commercial corridor. Retail uses located between 21<sup>st</sup> and 24<sup>th</sup> Avenues would be infilled with multi-family housing preserving historically significant buildings where applicable.

On Broadway Avenue south of 24<sup>th</sup> Avenue and on Grant Street, north of 25<sup>th</sup> Avenue the Plan recommends additional infill single-family homes. The intersections of Grant Street and Broadway Avenue at 25<sup>th</sup> Avenue would remain as commercial nodes or centers.

#### **Open Space Enhancement/Expansion**

Several small, underutilized industrial uses occupy the triangular parcels created by the CSX rail line throughout the neighborhood, creating noise and transportation conflicts in nearby residential areas. The Plan recommends relocating viable businesses on these parcels to one of the service parks envisioned in other sub-areas with greater highway access and a more appropriate setting for these types of uses. Relocating the industrial uses will allow for the creation of multiple pocket parks or green spaces alongside the rail



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line which could serve as local gathering spaces and entry points to a new trail along the rail right-of-way that connects into the proposed Green Link system.

The Plan envisions additional park and trail development with the expansion of Washington Park towards Broadway to elevate it to neighborhood park status, and an on-street trail link along 17<sup>th</sup> Avenue.

There is the potential for a new park space adjacent to the former Carver Elementary School site, south of 25<sup>th</sup> Avenue. Also, Ironwood Park could be expanded to include a wider corridor on the western side of Martin Luther King Drive. Landscape buffering is recommended along the I-80/94 corridor to screen residential areas and continue the greening of this heavily traveled interstate expressway.

### **Sub-Area 6: Downtown**

Gary's Downtown sub-area is bounded by I-90 on the north, Martin Luther King Drive on the east, 11<sup>th</sup> Avenue on the south, and Grant Street on the west. The neighborhood, which was part of the original plat developed by the Gary Land Company, is the civic heart of the community. The Lake County Superior Courthouse, City Hall, Genesis Convention Center, community recreation complex, minor league baseball stadium, central commuter train station, Gateway Park, and Steelworkers Plaza are located there.

Downtown is highly visible to thousands of people who travel along I-90 and the South Shore train line on a daily basis. Broadway Avenue, the central corridor or spine street of Downtown, has a full interchange at I-90.

The larger Downtown sub-area is primarily residential with commercial uses centered on Broadway Avenue. Numerous properties and buildings are currently vacant, and the area has suffered from disinvestment and lack of commercial activity.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following enhancements and developments for Downtown (See Figures 13.10 and 13.11):

#### **Roadway/Streetscape Improvements**

Downtown Gary's primary east-west thoroughfares of travel, 4<sup>th</sup> and 5<sup>th</sup> Avenues, are currently wide three-lane roadways that are one-way. The Plan recommends converting both Avenues to two-way travel to slow traffic within Downtown, discourage truck traffic from using these streets, improve access to local businesses, and foster a pedestrian oriented streetscape better suited to a downtown business and shopping district. On 5<sup>th</sup> Avenue, angle parking should be considered for one or both sides of the street to decrease the width of the street, create additional, convenient parking near shops and restaurants, and reinforce a main shopping street character.

To provide Downtown with a fresh new image and feel, a comprehensive design theme should be established that significantly enhances each Downtown block, parking area, and open space with new landscaping, planters, lighting, benches, waste cans, identity/directional signage, and public art. This design theme should also address Downtown's visibility from the expressway and rail tracks. Property clean-up, clearance of vacant and abandoned buildings, landscaping, and gateway signage should be considered.

#### **Sports/Entertainment District**

The U.S. Steel Yard is home to the South Shore Rail Cats, Gary's minor league baseball team. It opened in 2003 and has begun to spur development in the blocks surrounding its highly visible 5<sup>th</sup> Avenue location. The Plan envisions a sports-oriented entertainment district that serves Gary residents and attracts visitors to the City. This district would extend along 5<sup>th</sup> Avenue from the stadium to the train station and Genesis Center, which is the home of Gary's minor league basketball team, the Steelheads. The district would

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include a new mixed-use development south of City Hall, the Steelworkers Plaza, the Hudson Campbell Sports and Fitness Center east of City Hall, and a potential hotel site at the northwest corner of Broadway and 5<sup>th</sup> Avenue.

### **Transit Oriented Development**

A large transit-oriented development centered on the existing South Shore Line train station should be considered as a key component of Downtown revitalization. Redevelopment within the quarter mile walking distance around the station could include denser, mixed-use development with ground floor retail space and upper floor condominiums and office space, shared parking decks, an enhanced Steelworkers Plaza, a new train station, and a potential hotel near the Genesis Convention Center.

### **Commercial Consolidation**

Existing retail uses, which are currently spread out along Broadway Avenue and 5<sup>th</sup> Avenue, would be consolidated around the Broadway/5<sup>th</sup> Avenue intersection, to provide more of a critical mass of shops and restaurants with consistent, pedestrian oriented building “streetwalls” and streetscape.

Shared parking lots would be developed at the center of retail blocks and/or behind stores and restaurants to minimize driveway curb cuts and parking in front or between buildings.

### **Historic Architecture**

Downtown Gary is home to a unique mix of early 20<sup>th</sup> century architecture. Many prominent buildings, such as City Hall, the Lake County Courthouse, and the Gary State Bank are well-maintained and occupied. However, others such as Union Station, the Post Office, and 600 Block of Broadway, are deteriorated. The Plan recommends the continued preservation of historic buildings in good condition, and façade and structural improvements where needed. Sustaining and revitalizing character-contributing historic and architecturally interesting buildings should be implemented within the Downtown Neighborhood and throughout the City.

### **Neighborhood Character**

Several notable residential districts can be found within the Downtown sub-area that include buildings ranging from modest workers’ housing to large Tudor Style homes and ornate apartment buildings. These districts are important to the architectural heritage and commercial development of Gary, and the Plan recommends efforts to preserve and strengthen individual neighborhood identity, character, and unique physical design.

### **Infill Homes**

Significant residential infill is recommended for the Downtown area. The Plan envisions multi-family homes in areas closest to its core blocks, the South Shore Gary/Metro train station, and around East Side Park. Single-family homes and some multi-family housing are recommended to infill and strengthen the residential blocks east and west of Broadway, as well as along 5<sup>th</sup> Avenue between Jefferson and Fillmore Streets. On streets

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where residential infill replaces retail uses, wide buffers and landscaping, as well as reconfigured alleys and access points, should be implemented to screen new homes from busy roadways.

### **Open Space Enhancement/ Expansion**

The Downtown Neighborhood has a strong tradition of civic open spaces including Gateway, Jackson, East Side and West Side Parks, and the Steelworkers Plaza adjacent to the Genesis Center. The Gary Green Link Plan proposes several major trails throughout the area. The Comprehensive Plan envisions significant park, open space and trail expansions and improvements to create a more vibrant and attractive shopping, dining, and living environment. Connections from Downtown to the Grand Calumet River and natural corridors created by existing and former rails lines should be considered.

The Plan recommends expanding and reconfiguring West Side and East Side Parks towards Broadway Avenue, which would allow larger green spaces and more active programming of activities and events. Similar to other historic towns that were planned around open squares, plazas, and parks, these parks are strategically located to provide special, multi-use spaces for Downtown.

Additions to and extensions of the proposed Green Link trails on Virginia Street and 9<sup>th</sup> Avenue could be implemented to create connections between residential neighborhoods, the expanded parks, shops and restaurants, sports/entertainment facilities, and the Grand Calumet River. Landscaping and greening should especially be improved along Broadway and 5<sup>th</sup> Avenue. As noted above, landscape buffering/screening is also recommended along the I-90 corridor.

### **Industrial Relocation & Linear Park**

The area between the Northwest Indiana Commuter, the CSX rail lines and an abandoned elevated track crossing Broadway between 8<sup>th</sup> and 11<sup>th</sup> Avenues presents a significant opportunity to create a natural recreational corridor through the City that intersects the Downtown and Mid-Town Neighborhoods. Several underutilized industrial parcels are located next to active and inactive rail tracks along Grant, Harrison, and Virginia Streets, bringing heavy truck traffic through residential streets. The Plan recommends that viable businesses on these parcels be relocated to one of the service parks envisioned in other sub-areas with greater road access.

Relocating the industrial uses could allow the creation of a linear park that would greatly enhance adjacent residential and commercial blocks and provide a new trail connecting the Green Link trails along Virginia Street and 9<sup>th</sup> Avenue. The abandoned rail corridor, one of the few elevated lines in the city, could be used as a trail and pedestrian overpass or returned to active use to eliminate a grade-level crossing of Broadway. In addition to significantly enhancing the Green Link system and linking multiple neighborhoods and parks, protection of this predominantly wooded land would maintain an important wildlife corridor within the heart of the City.

### **Sub-Area 7: Brunswick & Ambridge Mann Neighborhoods**

The Brunswick and Ambridge Mann Neighborhoods are located on the northwest side of Gary. They are bounded by I-90 on the north, Grant Street on the east, 15<sup>th</sup> Avenue on the south, and Burr Street on the west. The neighborhood contains a mix of single and multi-family housing, the Budd Company industrial property, and Tri-City Shopping Plaza, which is a large shopping center on the north side of the City. A charter school is planned for a site east of the Plaza on 5<sup>th</sup> Avenue.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Brunswick and Ambridge Mann Neighborhoods (See Figures 13.12, 13.13 and 13.14):

#### **Tri-City Shopping Plaza & Retail Consolidation**

The Tri-City Shopping Plaza is a large commercial parcel on the southeast corner of Clark Road and 5<sup>th</sup> Avenue that serves local shopping needs. A large grocery store in the center is currently vacant and the overall site is dominated by a large unlandscaped parking lot. The Plan recommends two potential development options for the site. One scenario involves attracting a full-service supermarket and revitalizing the site with consolidated curb cuts, new stores and restaurants in outlots along the 5<sup>th</sup> Avenue street frontage, and improved building facades and landscaping.

As an alternative, the Plan also envisions complete clearance of the site and a new, mixed-use development incorporating retail shops along the Clark Road and 5<sup>th</sup> Avenue frontages and multi-family housing set back from Clark Road and 5<sup>th</sup> Avenue behind the retail and clustered around a central green space. This alternative would create a denser, more pedestrian oriented setting with housing and shopping in close proximity to each other.

The Plan recommends that retail uses scattered throughout the area be consolidated at the Tri-City site and at 5<sup>th</sup> Avenue's intersections with Burr and Bridge Streets.

#### **Infill Homes**

Single-family infill housing is recommended along 5<sup>th</sup> Avenue between Clark and Ralston Streets, as well as along 11<sup>th</sup> Avenue between Chase and Grant Streets to replace isolated retail uses. Wide, landscaped buffers would separate these new homes from the busy roadways.

Additional single-family housing infill is recommended to strengthen neighborhoods south of the Northwest Indiana Commuter rail line. Multi-family housing is recommended at the intersection of Chase Street and 11<sup>th</sup> Avenue, and as a potential adaptive reuse of the former Horace Mann School next to Methodist Hospital at 5<sup>th</sup> Avenue and Grant Street. This vacant school site has significant redevelopment potential.

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### **Roadway Improvements**

As in the Downtown Sub-Area, the Plan recommends converting both 4<sup>th</sup> and 5<sup>th</sup> Avenues to two-way travel to foster a more pedestrian friendly streetscape better suited to a neighborhood retail and residential setting.

### **Service Park**

The blocks bounded by the CSS&SB and CSX rail lines, 5<sup>th</sup> Avenue and a multi-family development east of Clark Road has numerous vacant parcels among various industrial and commercial uses. The proximity of these blocks to the Gary Sanitary District, rail lines, and I-90 make them more suited for additional light industrial and service-oriented development. The Plan envisions the area redeveloped with an attractive service park that provides a green, landscaped campus for auto-oriented and light industrial uses that serve area residents and industries.

This new service park, with efficient access to both Downtown Gary and nearby Cline Avenue, could help attract new service businesses to the City and serve as an attractive relocation spot for the smaller industrial and auto-oriented uses scattered throughout the City's residential and retail districts. The Brunswick and Ambridge/Horace Mann Neighborhoods have several scattered industrial uses on parcels adjacent to the Northwest Indiana Commuter rail line south of Brunswick Park that should be relocated.

### **Open Space Enhancement/Expansion**

Brunswick Park, centrally located within Brunswick and Ambridge/Horace Mann, presents a unique opportunity for significant park expansion and creation of a greenbelt connection to proposed Green Link trails and Downtown. Currently, the Brunswick Park Forest Preserve, located between Brunswick Park and the Budd Company, is under consideration for permanent parkland protection.

The ample size of Brunswick Park and the two adjacent charter schools (West Gary Lighthouse and the future school to be built on 5<sup>th</sup> Avenue) make it an ideal trailhead location along the Green Link system. South of the park, an abandoned rail line and the active Northwest Indiana Commuter rail line split to form a wedge-shaped tract of land that lacks the depth necessary for industrial uses. A similar situation exists with industrial uses located north of the rail line between Burr and Clark Streets. The Plan recommends relocating these industrial uses to the service park north of 5<sup>th</sup> Avenue and reclaiming the parcels for a continuous greenbelt of parkland and trails linking the Park, schools and neighborhoods to the Green Link trails and Downtown.

This greenbelt would establish important pedestrian connections and a wildlife corridor. A new trail on Grant Street could intersect the greenbelt and lead directly to a new community level park next to Methodist Hospital and to Ambridge Park on the Grand Calumet River, where several proposed Green Link trails converge at a trailhead.

Additional landscape buffering of the Budd property, especially on the southwest corner of 5<sup>th</sup> Avenue and Clark Street, as well as along the south side of I-90 is recommended.



### Sub-Area 8: Tolleston Neighborhood

The Tolleston Neighborhood is located in the west-central part of Gary and is bordered by 15<sup>th</sup> Avenue on the north, Grant Street on the east, I-80/I-94 on the south, and Burr Street on the west. Tolleston has several large, unprotected green spaces surrounded by predominantly single-family residential neighborhoods. Many of the residential properties are in poor condition or vacant.

M.C. Bennet and Tolleston Parks are large community parks offering a wide variety of recreational uses. The neighborhood has good access to I-80/94 and interchanges at Burr and Grant Streets serve as hubs for highway-oriented retail and service uses. There is a commercial corridor on 15<sup>th</sup> Avenue and a small commercial block at the I-80/I-94 interchange at Grant Street.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Tolleston Neighborhood (See Figures 13.15, 13.16 and 13.17):

#### **Commercial Development & Consolidation**

The I-80/I-94 interchanges at Grant and Burr Streets create prime opportunities for new commercial development. Such uses could include restaurants, hotels, and service-oriented businesses.

For the Burr Street interchange, the Plan envisions new retail buildings with visual orientation towards the highway. Large, landscaped buffers with berms and stormwater detention basins would provide screening to the adjacent residential neighborhoods. Consolidated and aligned curb cuts would help control access to the retail area and minimize vehicular conflicts with local traffic along Burr Street and 25<sup>th</sup> Avenue.

The Plan recommends removing an existing frontage road near the northwest corner of the Burr Street interchange to create an enhanced landscape buffer. Additional retail development is recommended on the north side of 25<sup>th</sup> Avenue to serve local neighborhood needs. Shared driveways, rear parking lots, and common building setbacks will encourage the development of a consistent retail “streetwall” along 25<sup>th</sup> Avenue and Burr Street.

At the Grant Street interchange, the current shopping center could be expanded around the existing businesses (including the former Country Market) with enhanced parking, landscaping, and new commercial buildings, including an approximately 100,000 square foot building for a large, national retailer.

For the smaller parcel on the southeast corner of Grant Street and 25<sup>th</sup> Avenue, two medium-sized retail buildings, at approximately 40,000 square feet, could be developed and accompanied by several smaller retail/restaurant buildings oriented towards the street. The Plan also recommends new landscape buffering/screening for the commercial areas at both interchanges and along I-80/94.

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Neighborhood retail near the intersections of 15<sup>th</sup> Avenue with Burr and Grant Streets should be consolidated to the shopping plazas near the interchanges or to Grant Street between 21<sup>st</sup> and 25<sup>th</sup> Avenues.

### **Infill Single Family Homes**

Opportunities for infill of single-family housing exist along 25<sup>th</sup> Street and around the Small Farms community. Wide, landscaped buffers would screen new homes from the busy roadways.

The Plan recommends additional single-family infill along Whitcomb Street between 21<sup>st</sup> and 25<sup>th</sup> Avenues, and along 15<sup>th</sup> Avenue and Grant Street. Significant single-family housing infill and some multi-family housing infill, along with the creation of a new neighborhood level park, are recommended in the area bounded by 21<sup>st</sup> Avenue, Grant Street, 25<sup>th</sup> Avenue and Chase Street.

### **Open Space Enhancement/Expansion**

The Tolleston Neighborhood has a large amount of green space, including Tolleston Park, Tolleston Woods, and M.C. Bennett Park. Tolleston's many undeveloped or vacant green parcels present a unique opportunity to preserve and expand upon Gary's abundant green network. The proposed Green Link trails and additional connections recommended by the Plan could combine to establish comprehensive, pedestrian-oriented linkages between parks, natural areas, neighborhoods and commercial districts. Many of the large areas recommended for preservation and park designation should be considered as nature preserves and wildlife areas requiring only trail maintenance and pedestrian safety measures.

Large parcels recommended for natural resource preservation include Tolleston Woods on 21<sup>st</sup> Avenue between Burr and Clark Streets, the southeast corner of Clark Road and 15<sup>th</sup> Avenue, and parcels east and west of the capped landfill on 25<sup>th</sup> Avenue. The site of the former Locke School on 21<sup>st</sup> Avenue and the landfill are recommended for active recreational development such as athletic fields. A new community park is envisioned in conjunction with single-family infill in the neighborhood bounded by 21<sup>st</sup> Avenue, Grant Street, 25<sup>th</sup> Avenue and Chase Street.

Additions to the Green Link system and new trailheads at the proposed parks will help link the new open spaces with surrounding neighborhoods and the citywide park and trail system. Landscape buffering/screening are recommended along the I-80/I-94 corridor.

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### Sub-Area 9: Black Oak Neighborhood

The Black Oak Neighborhood is located in the southwest corner of Gary and is bordered by I-80/I-94 on the north, Grant Street on the east, Ridge Road on the south, and Colfax Street on the west. The area has interchanges with I-80/I-94 at Burr and Grant Streets. These interchanges, along with Ridge Road, serve as gateways to the City from the southwest. The Little Calumet River runs through central Black Oak and is surrounded by large stretches of low-lying floodplain and farmland.

Lake Etta Park is a 98-acre Lake County Park located at 29<sup>th</sup> Avenue and Clark Road with extensive recreational facilities and event pavilions. The north side of Black Oak has a high percentage of vacant residential properties, particularly near the intersection of 29<sup>th</sup> Avenue and Wright Street. The south side of Black Oak has a higher concentration of single-family homes along with commercial uses.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Black Oak Neighborhood (See Figures 13.18, 13.19 and 13.20):

#### **Open Space Enhancement/Expansion**

The Gary Green Link Plan has mapped several trails, trailheads and scenic overlooks through Lake Etta Park and along the Little Calumet River. The Comprehensive Plan envisions a significant expansion of green space for wildlife and vegetation preservation. For the area south of I-80/I-94 between Chase Street and Clark Road, most of the platted parcels remain undeveloped and occupy low, flood-prone land or wetlands.

Many of the streets are poorly paved, narrow, and lacking curbs, streetlights and sewer. The Plan recommends that this area be cleared and environmentally restored and preserved as a natural area with connections to the planned trails for the Little Calumet River corridor. The few residents currently living in this area could be relocated to nearby residential blocks within Black Oak or to other Gary neighborhoods.

The Plan shows 29<sup>th</sup> Avenue between Clark Road and Chase Street, 28<sup>th</sup> Avenue, Jennings Street and Wright Street preserved as trails, with Wright Street extended south. A new parking area and overlook are proposed along the Little Calumet River. Combining a large nature preserve, extensive hiking trails and river access with the programmed recreation provided by Lake Etta Park could make Black Oak a major destination for both Gary residents and visitors from across Lake County.

While Lake Etta Park is a valuable recreational resource within the neighborhood, some residential blocks are not near community parks. New community parks are recommended at the southwest corner of Colfax Street and 29<sup>th</sup> Street and at the northwest corner of Clark and Ridge Roads. Both these parks could be connected to Green Links trails and the recreational opportunities along the Little Calumet River.

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### **Infill Single Family Homes**

Single-family housing infill is recommended for residential blocks within the neighborhood as well as near the intersection of Ridge Road and Chase Street.

### **Commercial Development & Consolidation**

Black Oak's two expressway interchanges and proximity to neighboring communities present several opportunities for expanded retail development. The Plan recommends highway oriented retail for the southeast corner of the Burr Street interchange near Lake Etta Park and consolidation of neighborhood retail at the intersection of Burr Street and Ridge Road.

An additional big box retail use is recommended for the Menard's plaza at Ridge Road and Colfax. This site's parking lot, parkways, and buildings should be improved and additional stores developed along its frontages. Expanding the center west to Colfax Street should be considered to provide the site with better access and visibility.

The Plan recommends that neighborhood retail uses currently scattered along Ridge Road, between Grant Street and Colfax Road, be consolidated to the intersections of Burr, Chase and Grant Streets.

Grant Street, which borders the University Park neighborhood, is currently developed with highway-oriented retail near the I-80/I-94 interchange, the Village Plaza at 35<sup>th</sup> Avenue, and mixed industrial uses along the Norfolk Southern rail line near the intersection of Ridge Road. The Plan envisions additional highway-oriented retail, restaurant, office, and light industrial/service development on Grant Street north of 35<sup>th</sup> Avenue. Improved landscape buffering/screening is also recommended along the I-84/I-90 frontages.

South of 35<sup>th</sup> Avenue, the Plan recommends additional neighborhood retail in the Village Plaza and improved parking lot "greening" with new medians, landscaped islands and buffering. Access to the Green Links trail system would be provided with additional on-street trails up Grant Street and a trailhead near the interchange and Gleason Park.

### **Service & Industrial Consolidation**

South of the Village Plaza, where several industrial uses are located, the Plan recommends developing a service park to cluster smaller industrial and auto-oriented uses, many of which are currently located in ecologically sensitive or inappropriate residential areas throughout the Black Oak sub-area.

### **Sub-Area 10: West Side Neighborhood/Route 912 Business Park**

The West Side Neighborhood, which includes the Route 912 (Cline Avenue) Business Park, is located on the western edge of the City. It is bounded by I-90 on the north, Burr Street on the east, I-80/I-94 on the south, and Cline Avenue on the west.

Residential uses are mostly located in the south and northeast portions of the sub-area as industrial uses, truck facilities and institutional uses. Two capped landfills are located along Cline Avenue, 5<sup>th</sup> Avenue and 15<sup>th</sup> Avenue. East of the EJ&E rail line, the Ivanhoe Nature Preserve, undeveloped land, the J-Pit Natural Area, the capped Gary landfill, and Seberger Park form a nearly continuous greenbelt that buffers residential areas from the industrial uses.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Westside Neighborhood and Route 912 Business Park (See Figures 13.21, 13.22 and 13.23):

#### **Route 912 Business & Industrial Park**

The Route 912 Business and Industrial Park is defined as the area bounded by I-90 on the north, 21<sup>st</sup> Avenue on the south, Route 912/Cline Avenue on the west, and EJ&E rail line on the east. This area is approximately 820 acres. It is highly visible from the area's expressways, has direct access from two expressway interchanges on Route 912/Cline Avenue, and easy access to Downtown Gary, which makes it an ideal location for additional industrial or office development.

Currently, businesses and buildings are spread out throughout this industrial zone with limited local access and underutilized land. The Plan recommends a new loop road south of the Northwest Indiana Commuter rail line and a new cul-de-sac road connecting industrial parcels north and south of 5<sup>th</sup> Avenue. These new roads would allow for more efficient subdivision and utilization of the area's land, resulting in approximately 500 developable acres. Restricting truck access south of 21<sup>st</sup> Street should also be considered when planning the new internal road system for the Business Park.

The Plan also recommends expanding the Business Park to parcels east of the EJ&E line along 15<sup>th</sup> Avenue. Including these parcels would add an additional 150 acres to the Park's developable land.

A long-range option for the Business/Industrial Park would be to capitalize the proximity of the EJ&E rail line to Gary's interstate highway and develop a regional intermodal rail yard bounded by 15<sup>th</sup> Street, the EJ&E tracks, Cline Avenue, and I-80/I-94. Such a facility would occupy approximately 300 acres and accommodate rail line loading to trucks, as well as short-term and long-term storage, warehouse and distribution buildings for movement of products and goods.

Several wetland areas, dune and swale complexes, and a capped Superfund landfill in or near the Business Park are undevelopable, and should be preserved and protected. New landscape buffering/screening is recommended along Cline Avenue and particularly on

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the southern border of the industrial area, which is adjacent to a residential neighborhood. Landscape buffering/screening is also recommended along the frontages of I-90 and I-80/I-94, and along 21<sup>st</sup> Avenue.

### **Retail Consolidation and Residential Infill**

Single-family housing infill is recommended in several areas throughout the sub-area along with the relocation of scattered industrial uses from residential areas along Colfax Street. On 5<sup>th</sup> Avenue near Burr Street, the Plan recommends that dispersed commercial uses be consolidated to the Burr Street intersection, where mixed-use redevelopment is recommended for the former Edison School site. Additional retail consolidation and development, along with new landscape buffering, are recommended for the areas adjacent to the trucking facility at the Burr Street interchange with I-80/I-94.

### **Open Space Enhancement/Expansion**

The Gary Green Links Plan proposes several major trails through the green corridor formed along Colfax Street by the Ivanhoe Nature Preserve, J-Pit Natural Area, and the capped Gary landfill. The Plan recommends the acquisition and preservation of additional land to create a wider continuous green belt linked by additional trails and neighborhood parks. The few single-family homes that are located within the Ivanhoe Nature Preserve could be relocated and Hobart Street converted to a park access road connecting the trails.

Trail heads at 5<sup>th</sup> and 25<sup>th</sup> Avenues along the eastern side of the EJ&E rail line would provide entry points to the overall City-wide trail and park system near the City's gateways at Route 912/Cline Avenue. New trails could also provide connections to Emerson Park, West Side High School, the J-Pit Natural Area and the capped landfill. The J-Pit could be enhanced with trails, overlooks, and possibly a small golf course.

Seberger Park can be substantially expanded to include undeveloped land on its north side, and could serve as a trailhead for the surrounding residential blocks.

In addition to the open spaces noted above, the campuses of West Side High School and Grissom Elementary School could both be expanded to add open space, sports fields, outdoor learning environments, and direct trail connections into the City's Green Link system.

Overall, the significant open space enhancement and expansion envisioned for the West Side Neighborhood would formally establish a huge greenbelt at the west gateway into the City that could provide recreation and education programs for nearby schools and homes, as well as the overall region.



### **Sub-Area 11: Gary/Chicago Airport**

The Gary/Chicago Airport is located in the northwest corner of the city. This sub-area is bounded by Lake Michigan on the north, the U.S. Steel complex on the east, I-90 on the south, and Cline Avenue on the west. In addition to U.S. Steel and the Airport, it includes open natural areas, two casino boats, a hotel, and a marina.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Gary/Chicago Airport and Lakefront area (See Figure 13.24):

#### **Lakefront Redevelopment**

A major mixed-use development around the City's marina is planned along with a large new park that would enhance the existing entertainment-oriented complex and allow greater access to Lake Michigan. The Future Land Use Plan recommends an additional trail along the shoreline to further enhance the access anticipated in the Green Links system along the Lakefront and the preserved dune and swale complex east of the Airport.

#### **Airport Expansion & Industrial Development**

With its proximity to I-90, Route 912/Cline Avenue, the Route 912 Business and Industrial Park, and the greater Chicago/Northern Indiana metropolitan area, the Gary/Chicago Airport is a significant economic asset for the city. The Airport's expansion plans include a new terminal building, extension of the main runway to the west, creation of a crosswind runway that would extend the site to the north, and future growth to parcels west and southeast of the current airport layout. The Plan recommends light industrial and airport-related businesses along the Industrial Drive, the area's main access route.

#### **Roadway Improvements**

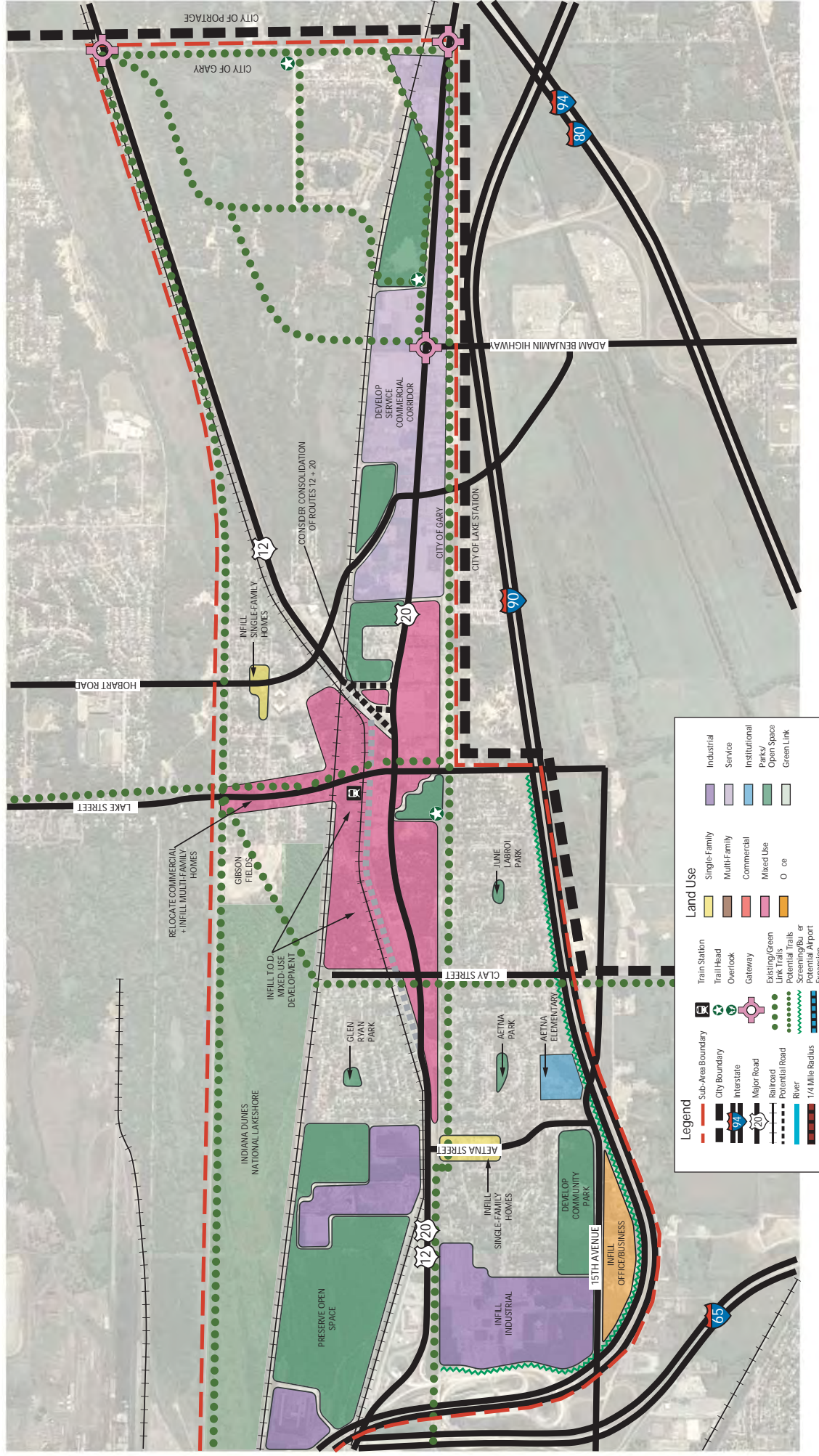
The Plan recommends rerouting Industrial Drive north of its current location to accommodate airport expansion and establish a more efficient loop road connecting Chicago and Cline Avenues. An alternate location for the Northwest Commuter Indiana Rail Line should be considered parallel to a relocated Industrial Drive.

#### **Rail Line Consolidation**

The area north of the Airport has numerous grade-level railroad tracks that are often underutilized and hinder area development efforts. The Plan recommends that rail line consolidation and streamlining be considered wherever possible to facilitate airport expansion and Lakefront redevelopment.







**Figure 13.2: Land-Use Strategy: Sub-Area 2 (Aetna Neighborhood/Route 12/20 Corridor)**